DOCUMENT RESUME

ED 090 387 CE 001 237

TITLE	Today and Tomorrow in Illinois Adult Education: Final Report of the Task Force on Adult and Continuing Education.
INSTITUTION	Illinois State Office of the Superintendent of Public Instruction, Springfield.
PUB DATE	Feb 74
NOTE	68p.
EDRS PRICE	MF-$0.75 HC-$3.15 PLUS POSTAGE
DESCRIPTORS	*Adult Basic Education; Adult Dropouts; *Adult Education; *Adult Education Programs; Educational Legislation; Educational Needs; Educational Objectives; Educational Principles; Program Coordination; Program Costs; *Program Planning; *State Programs
IDENTIFIERS	*Illinois

ABSTRACT

The Task Force on Adult and Continuing Education was charged to formulate a general agreement on practices, procedures, and a proposed design of a program of education for adults in Illinois. Other responsibilities have been formulating goals usable for adult educators in creating programs, determining procedures, and choosing technologies and curricula. Chapter 1, Needs Assessment, includes tables of adult population in selected counties and in Standard Metropolitan Statistical Areas (SMSA) and non-SMSA areas reflecting high school dropouts, adults not completing elementary and secondary schools, Adult Basic Education Program, educational training programs for welfare recipients, results of GED (High School Equivalency Testing), and potential number of adults to be served. Chapter 2, Coordination of the Elementary and Secondary Adult Education Program, covers how the Task Force studied programs of selected States and arrived at its conclusion for a State-wide plan and also general principles, structure, and operational procedures to guide in the development of a recommended plan of coordination of elementary and secondary adult education. The problems of program costs and recommended components for funding are covered in chapter 3, while chapter 4 includes the legislative aspects. (EA)

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TODAY AND TOMORROW IN ILLINOIS ADULT EDUCATION

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State of Illinois
Michael J. Bakalis
Superintendent

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TODAY AND TOMORROW IN

ILLINOIS ADULT EDUCATION

Final Report of the
Task Force on Adult and Continuing Education

February, 1974

February 19, 1974

Dr. Michael J. Bakalis
Superintendent of Public Instruction
State of Illinois
302 State Office Building
Springfield, Illinois 62706

Dear Dr. Bakalis:

I am pleased to submit the final report of the Task Force on Adult and Continuing Education.

Since last February, when you authorized the Task Force to pursue its study, the group met monthly while the subcommittees met with even greater frequency. To enable the Task Force to secure the viewpoints, concerns, suggestions and possible recommendations of a cross-section of the general public, hearings were held in Carbondale, Chicago and Springfield.

Although the Task Force members did not unanimously endorse every individual recommendation, the entire report does represent general consensus.

The entire committee would like to express its appreciation to all those persons who presented reports at the public hearings as well as to those who aided us in our deliberations over the past ten months. As chairman, I would like to express sincere appreciation to the members of the Task Force who devoted so much time and effort in the development and preparation of the report.

Cordially,

Kenneth G. Smith

Kenneth G. Smith

KGS:caw

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FOREWORD

In an historic act of great significance, the citizens of Illinois adopted a new Constitution on December 15, 1970, in which the concept of public education was expanded from the restrictive focus on "children" to "the educational development of all persons to the limits of their capacities."

The 1970 Constitution further specifies: "The State shall provide for an efficient system of high quality public educational institutions and services. Education in public schools through the secondary level shall be free. There may be such other free education as the General Assembly provides by law. The State has the primary responsibility for financing the system of public education."

The Education Committee of the Constitutional Convention and educators generally agree that the above language dictates that foundation level education programs for adults should be free. This manner of funding has existed in the past on the broader scale in Illinois.

In some instances, adult education developed as an after thought. In other instances it held an unfavorable position in various educational systems which sought to include it in the public school domain. One of the early purposes of adult education was that of assisting with the Americanization of the immigrant. Thus it was primarily a philanthropic gesture, subject to the erratic funding of concerned governmental agencies. It is our desire to recommend to the General Assembly plans for the implementation of ARTICLE X of the 1970 Illinois Constitution that will establish Adult and Continuing Education in Illinois as an ongoing enterprise of high priority.

Recognizing the complexities of the society in which we live, and the rapid growth of technology, we ask educational institutions to accept the challenge to provide our people with programs that will enable them to cope with the rapidly approaching twenty-first century. We, as citizens and educators with increased responsibilities, must expand our horizons by trying untested materials, strategies, administrative arrangemerts and curricular alternatives in order to accomplish our goals.

On October 20, 1972, at the Public Adult and Continuing Educators Association's annual meeting in Peoria, Dr. Michael J. Bakalis, Superintendent of Public Instruction, in his keynote address stated, "If we are serious about adult and continuing education, then let us focus our attention on the community and its needs. Let us begin the arduous task of laying the foundation for an enduring educational system which is relevant enough, flexible enough, efficient enough and human enough to meet the continually changing demands of a complex and relentlessly advancing society." As a final step in addressing this objective, he announced his intention to create a statewide Task Force on Adult and Continuing Education.

The Task Force on Adult and Continuing Education was charged to formulate a general agreement on practices, procedures and a proposed design of a program of education for adults in Illinois. It was also the responsibility of the Task Force to identify and offer goals that were clear, compelling, and ones which could be presented in such a manner that those who design and shape programs of education for adults could and would use those goals in creating programs, determining procedures and choosing technologies and curricula.

By January 1, 1973, the nineteen members had been appointed and the Task Force was a reality. The creation of the Task Force was a landmark in adult education in the State of Illinois as it was the first time that such attention had been focused on this area of education.

The organizational meeting was held in February, 1973, and the Task Force was charged with these responsibilities:

1. Recommending statutory amendments to make The School Code of Illinois consistent with Article X of the Illinois Constitution.

2. Determining the cost to fully fund a system of free foundation level education in Illinois.

3. Recommending legislation to establish such a system.

4. Conducting a needs assessment to determine the feasibility of including the cost of adult education through the secondary level in a revised school aid formula.

5. Fashioning an overall strategy to coordinate adult education in Illinois.

At the February meeting committees were formed and assigned specific areas of responsibilities.

Committees

I. Legislation

(Make legislative recommendations regarding ways to fully fund a system of free foundation level education in Illinois and recommend amendments to make The School Code of Illinois consistent with Article X of the 1970 Illinois Constitution).

Mr. Malcolm Kamin, Chairman
Representative Eugenia Chapman
Dr. Robert Pringle
Senator Esther Saperstein
Mr. Paul Simon
Mr. Kenneth Smith

II. Needs Assessment

(Conduct a needs assessment to determine whether or not the cost of adult education through the secondary level should be a factor in a revised school aid formula).

Mr. Alexander Kruzel, Chairman
Mrs. Esther Fain
Mr. Robert Peck
Dr. Fred Wellman

III. Program Costs

(Determine the potential costs of the program recommended by the committee on Needs Assessment).

Mr. Roland Falconer, Chairman
Dr. William Griffith
Mr. Frank Higgins
Mr. Roy McDermott

IV. Coordination

(Fashion an overall strategy to coordinate adult education in Illinois).

Dr. Herbert Lehmann, Chairman
Mr. Robert Baker
Dr. Phyllis Cunningham

Special Note: Dr. Wayne Giles, OSPI, served as a member of the Task Force and as a consultant to the committees.

At the organizational meeting, the Task Force established a calendar of regular monthly meetings and committee chairmen were authorized to call committee meetings at their discretion. It was also agreed that public hearings should be held throughout the state. In May, 1973, public hearings were held in Carbondale, Chicago, and Springfield, Illinois. While regular monthly meetings were held in Springfield, committee meetings were held throughout the state.

MEMBERS OF TASK FORCE
ON ADULT AND CONTINUING EDUCATION

Robert Baker (Freeport)

Dean of Continuing Education
Community Services
Highland Community College

President-Elect of Illinois Adult Education
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Secretary, Adult Education Round Table of
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Assistant Superintendent for Education Extension, Chicago Public Schools (Retired)

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State Board of Vocational Education and Rehabilitation

Robert Peck (Galesburg)

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Past President of Illinois Association of Superintendents of Educational Service Regions

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Member of Illinois General Assembly (Senate)
Member of Senate Education Committee, Minority Spokesman
Member of Illinois School Problems Commission

Paul Simon (Carbondale)

Former Lt. Governor of Illinois

Professor, Sangamon State University

Kenneth G. Smith (Elmhurst)

Director of Continuing Education Program
High School District #88

Charter Member of Public Adult and Continuing Educators' Association (PACE)

Former Vice President, Region I (PACE)

Member of Illinois Adult Education Association (IAEA)

Dr. Fred L. Wellman (Springfield)

Executive Secretary, Illinois Community College Board

(Dr. G. Robert Darnes and Dr. John Forbes, Staff members of Illinois Community College Board represented Dr. Wellman)

(TASK FORCE MEMBERS SERVED WITHOUT REMUNERATION)

RECOMMENDATIONS

RECOMMENDATIONS

Recommendation 1

LOCAL DECISION-MAKING AND FLEXIBILITY TO MEET LOCAL NEEDS SHOULD BE THE FUNDAMENTAL TENET FOR ADULT ELEMENTARY AND SECONDARY PROGRAMS THROUGHOUT THE STATE. IN ACCORDANCE WITH THIS PRINCIPLE THE LOCAL AREAS RECOMMENDED ARE THE FORTY (40) COMMUNITY COLLEGE DISTRICTS OF THE STATE.

Recommendation 2

MAXIMUM COORDINATION IS NECESSARY ON BOTH LOCAL AND STATE LEVELS. TO ACCOMPLISH THIS OBJECTIVE THE FOLLOWING PLAN IS RECOMMENDED.

(a) At the local level an area Advisory Committee of wide-spread membership should be established in each of the forty areas cited in #1 above, and that from these committees a local operational Executive Council should be chosen. The function of these latter groups shall be to develop the programs for their respective areas, seek funding for these programs, and establish evaluation procedures for both program and finances where they are established.

(b) A similar arrangement is recommended at the State level to provide state-wide leadership, review programs submitted according to State educational and financial guidelines, and to approve acceptable proposals from the forty local areas.

Recommendation 3

ADEQUATE STATE FUNDING SHOULD BE PROVIDED TO MAKE POSSIBLE EFFECTIVE LOCAL ADULT ELEMENTARY AND SECONDARY PROGRAMS. TO ASSURE EQUITY IN FUNDING THE SAME AMOUNT PER STUDENT CONTACT HOUR SHOULD BE ALLOCATED FOR ALL SUCH PROGRAMS WHENEVER THEY ARE CONDUCTED IN ALL EDUCATIONAL INSTITUTIONS OF THE STATE.

Recommendation 4

SINCE THERE ARE EXCELLENT ADULT ELEMENTARY AND SECONDARY PROGRAMS CURRENTLY IN OPERATION, A MAXIMUM EFFORT SHOULD BE MADE TO INSURE CONTINUANCE OF THESE HIGH QUALITY LOCAL PROGRAMS.

Recommendation 5

A THOROUGH EVALUATION PROCESS SHOULD BE BUILT INTO BOTH LOCAL AND STATE OPERATIONS IN ORDER TO INSURE THE QUALITY OF THE EDUCATIONAL PROGRAM AND TO MAKE CERTAIN THAT EFFECTIVE PROCEDURES ARE IN OPERATION FOR EFFECIENT USE OF THE FINANCES PROVIDED FOR THESE PROGRAMS.

Recommendation 6

CATEGORICAL STATE FUNDING, AT THE RATE OF $1.75 PER STUDENT HOUR, SHOULD BE PROVIDED TO FULLY FUND ELEMENTARY AND SECONDARY EDUCATION FOR ADULTS.

Recommendation 7

THE STATE SUPPORT SHOULD BE CATEGORICAL TO INSURE IDENTIFICATION OF PURPOSE OF APPROPRIATED FUNDS AND ACCOUNTABILITY OF EXPENDITURES OF FUNDS FOR APPROVED PROGRAMS AND SERVICES.

Recommendation 8

THE LEVEL OF SUPPORT SHOULD BE SUBSTANTIAL ENOUGH TO PROVIDE INCENTIVES TO LOCAL EDUCATIONAL AGENCIES TO DEVELOP AND MAINTAIN PROGRAMS IN CONSORT WITH THE VARIED LOCAL AND STATEWIDE DELIVERY SYSTEMS ACCORDING TO A PLAN WHICH WOULD RECOGNIZE AND ALLOW FOR LOCAL AS WELL AS STATEWIDE NEEDS.

Recommendation 9

THERE SHOULD BE A GRANT OF FUNDS FOR A PERIOD OF TIME TO COVER THE COSTS OF PLANNING ORGANIZATIONS DURING THE TIME NECESSARY TO ORGANIZE AND MAKE OPERATIONAL A LOCAL SYSTEM FOR THE DELIVERY OF

ADULT EDUCATION PROGRAMS. THIS IMPLEMENTATION GRANT SHOULD SUPPORT THE SALARY OF A DIRECTOR, CLERICAL ASSISTANT, AND OFFICE EXPENSES FOR A MAXIMUM PERIOD OF TWO YEARS.

Recommendation 10

FUNDS FOR DISTRIBUTION TO LOCAL COORDINATING COUNCILS SHOULD BE BASED UPON PER PUPIL CONTACT HOURS IN APPROVED PROGRAMS OF ADULT EDUCATION.

Recommendation 11

PARTICIPATING LOCAL EDUCATIONAL AGENCIES WOULD BE ACCOUNTABLE TO SUBSTANTIATE THEIR EXPENDITURES EQUALING OR EXCEEDING THE AMOUNT OF STATE SUPPORT RECEIVED, AND TO CERTIFY THAT NO OTHER SOURCE OF REVENUE HAS BEEN REQUESTED OR RECEIVED FOR PROGRAMS TO BE SUPPORTED FROM STATE ADULT EDUCATION FUNDS.

Recommendation 12

REQUESTS MAY BE MADE BY LOCAL EXECUTIVE COUNCILS FOR APPROPRIATION OF FUNDS TO PROVIDE FOR SPECIFIC RESEARCH, DEVELOPMENT AND EXEMPLARY ACTIVITIES IN ADULT EDUCATION. STATE APPROPRIATIONS FOR SUCH ACTIVITIES SHOULD NOT EXCEED 5 PERCENT OF THE TOTAL STATE APPROPRIATION FOR ADULT ELEMENTARY AND SECONDARY EDUCATION.

Recommendation 13

THE LANGUAGE "AND UNDER 21 YEARS" SHOULD BE DELETED FROM SECTION 10-20.12 OF THE ILLINOIS SCHOOL CODE.

Recommendation 14

THE ADULT EDUCATION ACT OF 1967 BE AMENDED TO INCORPORATE THE RECOMMENDATIONS OF THE TASK FORCE IN THE AREAS OF PROGRAM COORDINATION AND COSTS.

Recommendation 15

AMEND THE COMMUNITY COLLEGE ACT TO PROVIDE THAT TUITION CHARGES SHALL NOT BE MADE FOR AMERICANIZATION COURSES, GED REVIEW COURSES, OR FOR COURSES REGULARLY ACCEPTED FOR GRADUATION FROM ELEMENTARY AND SECONDARY EDUCATION PROGRAMS.

CHAPTER I

NEEDS ASSESSMENT

CHAPTER I

NEEDS ASSESSMENT

Goals

It is generally recognized that one of the primary goals of secondary education for adults is to achieve functional literacy so that they can obtain employment and become economically independent. Other recognized goals are:

1. A secondary education should assist every person in the state acquire basic skills in obtaining information, solving problems, thinking critically, and communicating effectively.

2. A secondary education should assist every person in the state acquire a stock of basic information concerning the principles of the physical, biological, and social sciences, the historical record of human achievements and failures, and current social issues.

3. A secondary education should assist every person in the state become an effective and responsible contributor to decision-making processes of the political and other institutions of the community, state, country, and world.

4. A secondary education should assist every person in the state acquire the knowledge, skills, and understandings that permit him/her to function satisfactorily and responsibly as both producer and consumer.

5. A secondary education should assist every person in the state acquire the ability to form satisfying and responsible relationships with a wide range of other people, including, but not limited to, those with social and cultural characteristics different from his/her own.

6. A secondary education should assist every person in the state acquire the capacities to undertake satisfying and responsible roles in family life.

7. A secondary education should assist every person in the state acquire the knowledge, habits, and attitudes that promote personal and public health, both physical and emotional.

8. A secondary education should assist every person in the state acquire the ability and the desire to express himself/herself creatively in one or more of the arts, and to appreciate the esthetic expressions of other people.

9. A secondary education should assist every person in the state acquire an understanding of ethical principles and values and the ability to apply them to his/her own life.

10. A secondary education should assist every person in the state develop an understanding of his/her own worth, abilities, potentialities, and limitations.

11. A secondary education should assist every person in the state learn to enjoy the process of learning and acquire the skills necessary for a lifetime of continuous learning and adaptation to change.[1]

Census Data

In its organizational meeting the Needs Assessment Committee outlined a procedure for collecting information, statistical data, concerns and opinions from a variety of sources. Both public and private meetings were held. The cadre of consultants included a professional staff member of the U. S. Department of Commerce, the director of a CAMPS (Cooperative Area Manpower Planning System) project in Northern Illinois, a sociologist, professional educators, and concerned citizens. Additional information was compiled from the 1970 U. S. Census data, professional and non-professional periodical literature, published and unpublished reports and a variety of other sources.

According to the 1970 census data, 3,229,556 of Illinois adults 18 years old and over do not possess a high school diploma. This is approximately 44 per cent of our adult population. When consideration is given to these adults who lack an eighth grade education, as well as a high

school diploma, the need for adult education becomes more apparent. As an indication of this need, Table I lists selected Illinois counties with large numbers and percentages of the adult population who have not completed elementary or secondary school. All but one of the selected counties, Brown, are in the southern third of the state which is the area considered least urbanized. However, the need is not limited to these selected counties. The most urbanized county, Cook, has approximately 30 percent of its adult population with less than high school completion.

TABLE I

ADULT POPULATION IN SELECTED ILLINOIS COUNTIES
NUMBERS AND PERCENTAGES NOT COMPLETING
ELEMENTARY OR SECONDARY SCHOOL[2]

Counties	Population 18 years and older	Persons with less than 8th grade completion		Persons with less than High school completion	
		Number	Percent of Population	Number	Percent of Population
Alexander	12,015	2,169	18.1%	5,028	41.9%
Brown	5,586	395	7.1%	2,630	47.1%
Calhoun	5,675	741	13.1%	2,467	43.5%
Franklin	38,329	5,009	13.0%	16,530	43.1%
Gallatin	7,418	963	13.0%	2,822	38.0%
Hamilton	8,665	632	7.3%	4,002	46.2%
Hardin	4,914	840	17.1%	2,203	44.8%
Johnson	7,550	779	10.3%	2,943	39.0%
Massac	13,889	1,504	10.8%	5,432	39.1%
Perry	20,100	2,026	10.1%	7,905	39.3%
Pope	4,100	550	13.4%	1,773	43.2%
Pulaski	9,000	1,485	16.5%	3,650	40.6%
Saline	27,600	2,865	10.4%	11,381	41.2%
Union	16,071	1,566	9.7%	6,502	40.5%
Washington	13,780	2,031	14.7%	5,960	43.3%
Wayne	17,004	1,486	8.7%	7,258	42.7%

Illinois is both a highly urbanized and rural state. Twenty of the state's 102 counties have a population of 100,000 or more residents. Each of these 20 counties forms all or part of a Standard Metropolitan Statistical Area (SMSA) of which there are nine in Illinois. Fourteen counties in Illinois have fewer than 10,000 residents. Eight of these counties are located in the southern half of the state; the remaining six are in the westcentral portion. The sparsely populated rural counties have the highest percentage of persons not completing 8th grade or high school. To provide successful educational programs to these rural areas will be costly in time, money and the necessary resources.

In Table II a comparison is made between SMSA and non-SMSA county populations and their levels of educational completion. The greatest number of persons with less than a high school diploma are located in the 20 SMSA counties, but almost one-third of the total lacking a high school completion are in the 82 non-SMSA counties. Obviously, differences would exist in program costs and funding patterns for the SMSA and non-SMSA counties when the following factors are considered: (1) Median class size, (2) program location, (3) governance, (4) transportation, (5) program organization, and (6) class schedules.

TABLE II

THE ADULT POPULATION BY SMSA & NON-SMSA COUNTIES OF ILLINOIS[3]

	Number Counties	Population 18 years and older	Number of Persons Less than 8th Grade	Less than High School
SMSA	20	9,202,493	605,664	2,280,789
NON-SMSA	82	1,918,900	602,734	912,143
	102	11,121,393	1,208,398	3,192,932

According to the 1960 census data the median school years completed was 10.5 years. Ten years later it was 12.0 years, indicating that the 1970 population of Illinois had attained a higher educational level than its 1960 counterpart. Seemingly, our society with its need for skilled personnel to man its machines and supply services, had placed a premium on education. Educational programs expanded during the 1960's. However, despite the expanded programs, the numbers of persons in the state with less than a high school diploma increased.

Two societal factors may have contributed to this increase. One could have been the rise in emigration of persons with limited educational experience. Another could have been the growth in the drop-out rate from the formal elementary and secondary programs.

During the 1972-73 school year, 43,314 students were drop-outs from Illinois high schools (see Table III). Of that total, more than five times as many occurred in high schools located in SMSA than in high schools in non-SMSA. If these students choose to continue their formal education, they will most likely find it necessary to rely upon the availability of adult education programs.

TABLE III

HIGH SCHOOL DROP-OUTS BY GRADE LEVEL
IN SMSA AND NON-SMSA IN ILLINOIS[4]
1972 - 1973

SMSA

OSPI REGIONS*	Number of Counties	Number of Districts	9th	10th	11th	12th	TOTAL
I	8	95	5,130	8,727	9,150	5,134	28,437
II	4	23	341	639	699	528	2,267
III	3	30	242	486	569	396	1,743
IV	4	35	156	358	451	247	1,308
V	2	25	349	843	865	563	2,672
VI	0	0	0	0	0	0	0
TOTAL	21*	208	6,218	11,053	11,734	6,868	36,427

NON-SMSA

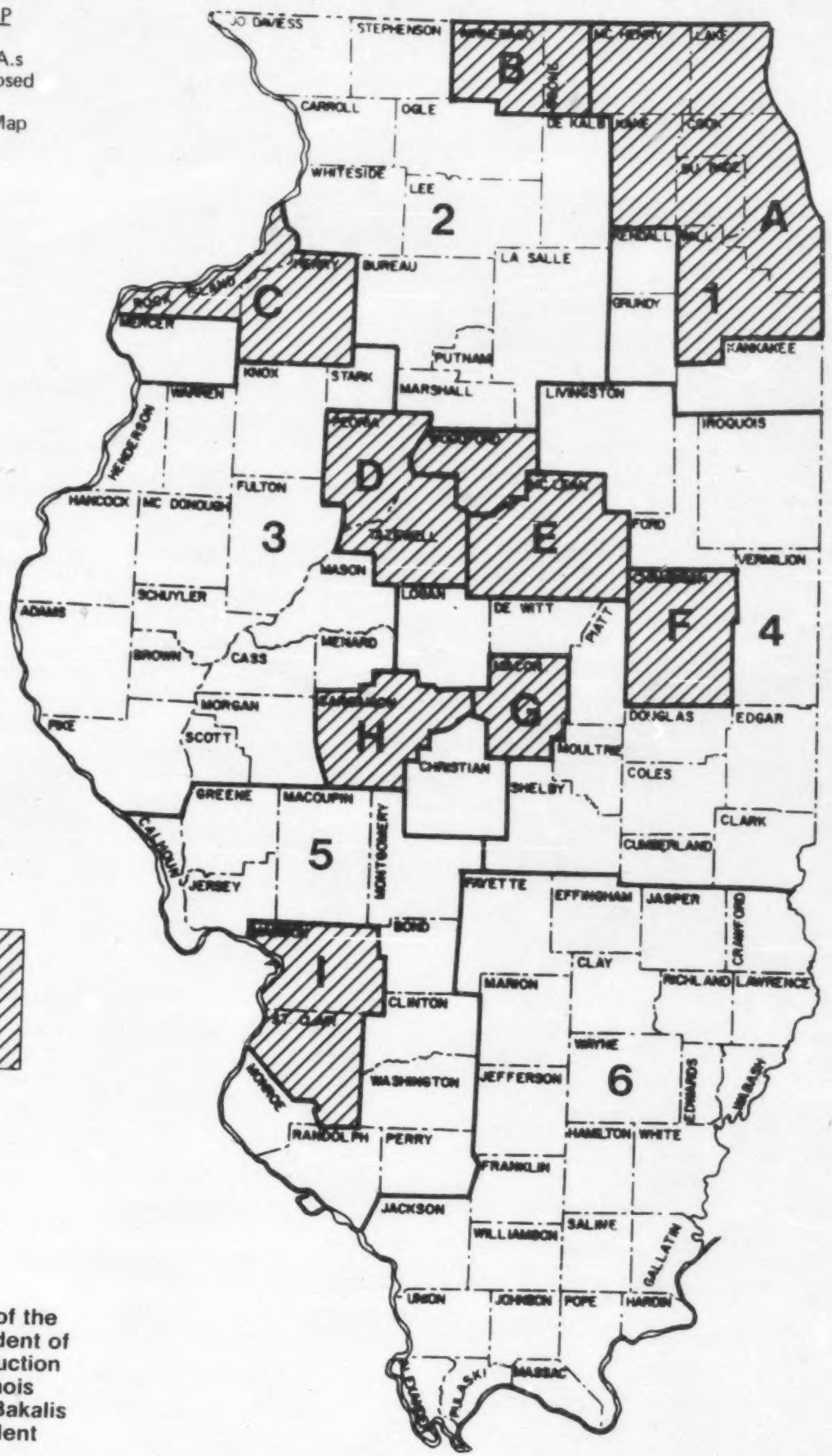
I	2	9	19	45	48	39	155
II	12	76	234	352	466	342	1,439
III	17	82	145	368	474	328	1,352
IV	14	91	167	423	429	289	1,351
V	11	40	92	166	201	154	646
VI	26	92	316	517	577	421	1,944
TOTAL	82	390	986	1,895	2,195	1,573	6,887
STATE TOTAL	103**	598	7,204	12,948	13,929	8,441	43,314

* See OSPI (Office of the Superintendent of Public Instruction) regional map on page 8

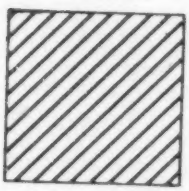
** Chicago and Cook County counted separately

SMSA MAP

Nine SMSA.s super imposed on OSPI Regional Map



SMSA



The Office of the Superintendent of Public Instruction
State of Illinois
Michael J. Bakalis
Superintendent

As shown in Table IV, the drop-out rate in seventeen (17) of the twenty-one (21) counties in SMSA increased while 50 of 82 counties in non-SMSA also recorded increases. For the state as a whole 65 per cent of the counties experienced an increased drop-out rate from high school between 1970 and 1973.

TABLE IV

CHANGES IN COUNTY DROP-OUT RATE
IN SMSA AND NON-SMSA[5]

1970 - 1973

SMSA

OSPI Regions*	Number of Counties	Increase	Decrease	No Change
I	8	6	1	1
II	4	4	-	-
III	3	1	1	1
IV	4	4	-	-
V	2	2	-	-
VI	0	0	0	0
TOTAL	21*	17	2	2

NON-SMSA

I	2	1	1	-
II	12	7	3	1
III	17	8	9	-
IV	14	10	3	1
V	11	5	5	1
VI	26	19	6	1
TOTAL	82	50	27	4
STATE TOTAL	103*	67	29	6

* See OSPI regional map on page 8
** Chicago and Cook County counted separately

Existing Programs

Throughout the state, there are a variety of public adult education programs which receive funding from various sources.

Federal Adult Basic Education

The Federal Adult Basic Education Program, as part of The Elementary and Secondary Education Act, has as its purposes: eliminating illiteracy, raising the general education level, improving career and homemaking skills and increasing employment opportunities of its adult students. The educative process concentrates on developing competencies in the fundamentals of reading, writing, computation and acquiring and maintaining a job. This program as funded by state (10 percent) and federal (90 percent) monies has been offered by local elementary and secondary and community college districts. Table V documents the growth of these programs in terms of funds expended, number of participants, and number of districts involved. Also, the table indicates that as more funds become available, more students participate on a part-time or full-time basis.

TABLE V

THE FEDERAL ADULT BASIC EDUCATION PROGRAM

Year	Funds	Number of Programs	Number of Participants
1965-66	$1,736,900	6 + 30	17,000
1967	$1,270,500	57	17,597
1968	$1,270,500	79	24,070
1969	$1,663,141	73	25,314
1970	$1,933,780	76	25,719
1971	$2,188,667	82	27,809
1972	$2,271,708	88	28,723
1973	$2,666,708	82	33,288

*Biennium Years 1965 - 6
1966 - 30

Educational and Training Program for Welfare Recipients

The Illinois School Code, Section 10-22.20 provides for a program of education and training for welfare recipients. It provides for basic education, occupational training and other instruction as may be necessary to improve and increase the recipients' qualifications for employment or other means of support and their abilities to meet responsibilities as citizens.

In addition, the program provides such supportive services as child care, transportation and job placement when needed by the participants. This program, funded by state (25 percent) and federal (75 percent) monies, has been offered by local elementary, high school and community college districts. (See Table VI)

A crisis in the funding of adult education for welfare recipients in Illinois occurred during the life of the Task Force. The members of the Task Force became acutely aware of Illinois' dependence upon federal funds for adult education programs for public aid recipients when a revision of U. S. Department of Health Education and Welfare guidelines for programming resulted in the withdrawal of federal fiscal support. A total program closure at the local level was imminent for no state or local funds were readily available to meet the financial needs of the on-going and necessary adult education facilities. The funding crisis left an indelible impression on the minds of Task Force members, emphasized their responsibility to outline a means of implementing the mandate in Article X of the Constitution and to do it in such a way that the funding of adult education through the secondary level would not be left to the federal government.

TABLE VI

EDUCATIONAL TRAINING PROGRAM
FOR WELFARE RECIPIENTS

Year	Funds	Number of Programs	Number of Participants
1966-67	$6,000,000	22+26*	1,000
1968-69	$11,000,000	27+33*	3,000
1970	$6,500,000	38	4,000
1971	$7,500,000	45	5,000
1972	$7,500,000	48	5,500
1973	$7,483,000	36	6,000

* Biennium Years 1966 - 22
1967 - 26
1968 - 27
1969 - 33

Americanization, High School Credit, Elementary School Credit and G. E. D. Preparation

In 1967, the Illinois General Assembly enacted legislation designated as the Adult Education Act. It provided for the partial reimbursement of education offered to adults in the areas of Americanization, elementary, secondary credit programs and G. E. D. preparation. Local educational agencies, including community college districts, offer such programs. The Adult Education Act provides applicants with an opportunity to secure an evaluation of their educational competence and maturity which should prove to be valuable in meeting high school graduation requirements for employment, entry into training programs, promotion in industry, admission to college as well as for personal satisfaction.

High School Equivalency Testing Program (GED)

The Office of the Superintendent of Public Instruction is responsible for the administration and supervision of the program. The fees charged to the applicants are not adequate to pay for the total operational costs. As a result, some administrative costs are absorbed by local, regional and state educational offices. During the past five years, over 70,000 adults utilized this service in an effort to obtain a high school equivalency certificate, and over 48,000 were awarded GED certificates.

TABLE VII

RESULTS OF GED TESTING PROGRAM

1968 - 1972

Year	Number of Adults Tested	Number of Adults Passing
1968	10,793	7,976
1969	11,180	7,681
1970	14,778	10,285
1971	16,590	11,281
1972	17,352	11,402
TOTAL	70,693	48,625

Adult Vocational Education

On the adult level, vocational education is conducted by the local high school, community college or area vocational school. The reimbursement from state and federal funds is based upon a student contact hour. During the fiscal year 1972, 27,612 adults participated in this program.[6]

Adult Education for Penal Institutions

Educational opportunities for inmates of Illinois penal institutions have included adult basic education as well as an elementary and secondary curriculum. In 1972, the state prison system became a separate educational district, complete with its own superintendent, eligible to receive state educational funds and utilize the available services and resources.

Community College General Studies Program

The programs described above are offered by some local educational agencies including community colleges. However, it should be recognized that many community colleges, through their General Studies Program, provide adult education to their respective constituencies. During the fiscal year 1973, 34,000 students were enrolled in the General Studies programs. Of the 34,000 students enrolled, 10,000 were provided developmental education to improve their academic skills to the level of associate degree program entry.

Projected Needs

For several decades, many secondary and some elementary districts have provided adult education programs for their residents. Tuitions and fees were charged the participants to cover the costs of providing leadership, instruction and facilities. These local districts provided services for the adult education activities with operational expenditures paid by program participants rather than from public tax sources.

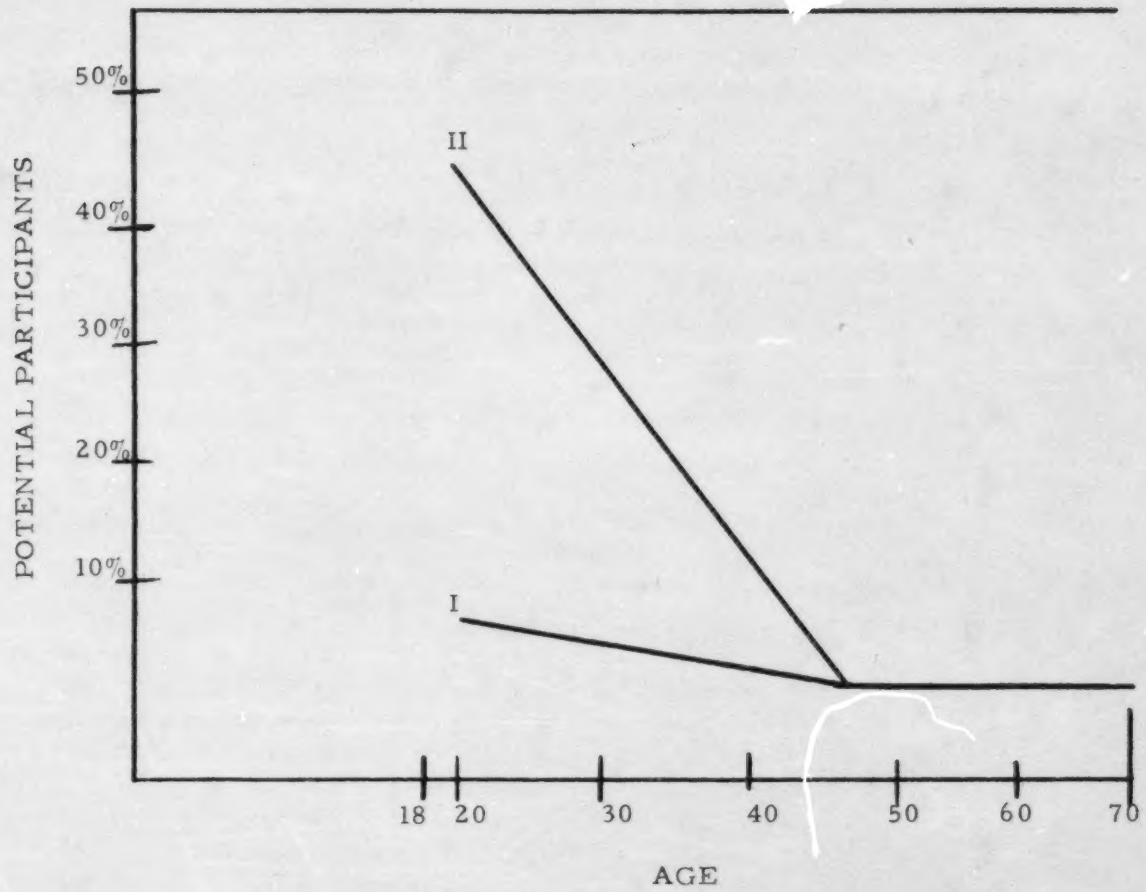
Having presented the 1970 census data outlining the educational needs of Illinois adults and describing the nature of existing adult education program designed to meet these needs, it is apparent that other needs must be considered.

In a recent interview Dr. Robert A. Feldmesser, sociologist, of Educational Testing Services, Princeton, New Jersey, suggested that incentives be built into educational programs in order to attract adults away from alternative activities.[7] The incentives offered would be the means by which the state and/or society indicates the priorities placed on an educated citizenry. Dr. Feldmesser indicated two kinds of incentives - time and financial. A time incentive was defined in the context of scheduling of the educational program. The availability of the programs during the time the clientele may be available make up this component. The financial incentive would be available only to those persons currently employed and who lack an elementary certificate or a high school diploma.

Using the incentives described, Feldmesser suggested a "Participant Involvement Graph" which may be useful to identify the number of adults who would engage in an educational program. From the standpoint of participation, Graph I indicates that the choice of incentives is more important to the younger adult population.

GRAPH I

PARTICIPANT INVOLVEMENT



LEGEND:

Line I - Time incentive - Adult education program available daytime, evenings and Saturdays.

Line II - Financial incentive - daytime programs 1/2 work 1/2 study with pay by the state for income loss.

Using the time and financial incentives, Table VIII indicates the potential numbers of adults to be served.

TABLE VIII

POTENTIAL NUMBER OF ADULTS TO BE SERVED

Age Grouping	Total Number of Persons Without High School Diploma	Column I Time Incentive	Column II Financial Incentive
18-24	353,652	53,048 (15%)	176,826 (50%)
25-34	373,076	37,308 (10%)	111,192 (30%)
35-49	735,817	44,149 (6%)	132,448 (18%)
50-64	930,721	19,144 (2%)	95,072 (10%)
65 +	836,300	1,000 (1%)	1,000 (1%)
TOTAL	3,229,566	154,649	516,538

Column I indicates the number of persons in the various age groupings who potentially would participate in the proposed adult education program if the Time Incentive were adopted. Column II suggests the number of potential participants if the Financial Incentive is included. The utilization of the financial incentive would be especially costly, but more people would be involved and consequently achieve a high school diploma. The row of figures showing the total number of persons without a high school diploma generally increases with the increase in age group. Dr. Feldmesser projects that the participation rate (percentages) per age group decreases as age moves from younger to older. Educational payments to participants in educational programs are in an inverse ratio to age. Thus, the projected percentages in Columns I and II decrease as age increases. The numbers in Columns I and II suggest the potential clientele likely to be served if Feldmesser's projections are accepted. It is unlikely that the maximum numbers of persons would enroll initially.

An adult education program which does not provide supportive services cannot adequately meet the needs of its students. Counseling and guidance services are necessary in educational, psychological and social areas as well as career choice and job placement. A comprehensive supportive services program would also provide for the health, food, transportation and child care needs of the participants.

The nature of the elementary and secondary educational program for adults should be conceptually different from that designed for children and youth. To allow the adult student a reasonable opportunity to obtain his

high school diploma, while providing the most efficient use of public funds, the required formal classroom experience should be modified. Because a person has terminated formal schooling, this does not mean an end to his educational growth. Credit for life experiences, gained through performance of adult roles such as parent and worked, should be granted.

Adults have a greater sense of reality and a wider knowledge base from which to approach the presentation of cognitive material. Adults are more likely to accept the contents of a curriculum if it is compatible with their needs. The program of elementary and secondary education for adults necessitates that methods and study materials utilize the life experiences of the participants.

Because personal preferences relating to modes of learning are more highly developed in adults, it would seem to be more appropriate to employ many learning strategies in teaching adults. Teaching adults to achieve the goals outlined earlier in this document requires a differentiated delivery system. Varying programs, tailored to the learning modes of individual students and their particular needs, are essential if their goals are to be met. Providing such a variety of alternatives for the elementary and secondary education of adults is more productive for the individual student and in the long run less expensive in time and money. Program alternatives may include (a) independent study, (b) correspondence study, (c) educational television, (d) tutorials, (e) work/study combination, and (f) full-time or part-time program participation.

Planning for adult education must take into consideration other aspects of the public education system in Illinois. In part, the need for an expanded program of adult education seems to be related to the inability of conventional elementary and secondary education to facilitate and achieve an adequate level of learning in an appreciable minority of the young people of Illinois. In some cases individuals who graduated from Illinois secondary schools lack the basic skills required to succeed in higher education. Some community colleges offer course work which is frequently called remedial, compensatory or developmental. This is an attempt to raise the students' reading and quantitative skills to the level which, under ideal circumstances, would have been achieved by the end of the period of secondary schooling.

There is a need for a staff of teachers who can cope with a variety of learning styles and can adapt their teaching styles to meet the needs of their adult students. Such a staff would permit an individual adult student to attain his/her goal in a minimum amount of time and to be evaluated on demonstrated competencies. Guiding and directing this staff of teachers should be an administrator who has demonstrated teaching skills, administrative competency and professional dedication.

Achievement of an ideal teaching staff and administration should not be left to chance. Rather, a series of staff development programs should be designed and implemented to achieve the inservice goals. In designing the program, teachers and administrators should be actively involved in goal setting, program design, selection of teaching staff and evaluation of the in-service activities.

Pre-service education of teachers and administrators for adult education programs is in the developmental stage in some of the Illinois institutions of higher education. Should the Task Force recommendations become law, the need for teachers and administrators in adult programs will significantly increase. It will then become essential for more Illinois institutions of higher education to develop and implement programs of philosophy, teaching techniques, psychology of adult learning, and evaluation techniques for adult education.

The state director of adult education can fulfill a need by providing assistance to colleges and universities in the development of degree programs in adult education. The state adult education staff should assist in determining the needs for pre-service and in-service education programs. They likewise should develop systems to accomplish the involvement of teachers and administrators in these programs. To do so, it may be necessary to design financial incentives such as fellowships, scholarships and stipends in order to involve experienced teachers who are planning to enter the field of adult education. In addition, the state adult education staff should: (1) provide consultative services to local adult education programs; (2) disseminate information to various publics regarding the achievements and status of adult education; (3) actively identify and recommend financial support of research and development projects; (4) initiate and engage in cooperative projects with adult education agencies, institutions, and offices to facilitate effective utilization of public and private resources; and (5) inform and advise the legislature on the utilization of state funds in achieving the education goals set forth by the constitution.

In the field, a need also exists for monographs, published reports, program documents, publicity and information materials describing specific adult education programs or addressing adult educators' professional concerns. In many states, these publications are available and disseminated to professionals, researchers and interested public to aid in understanding the field of adult education and keeping current in the development of programs and changes in the profession.

It is generally recognized that, even with free elementary and secondary level education for children and adolescents, not everyone willingly avails himself of the opportunity to learn. Current studies seem to agree that if education through the secondary level were made free and accessible to adults, about five percent of those lacking a high

school diploma or a GED certificate would seek to earn them. Accordingly, if free programs in these areas were offered in every high school and community college in Illinois, experience would seem to indicate that approximately 160,000 adults would avail themselves of the opportunity to enter and participate in such a program.

This level of involvement could be achieved if a concerted effort were made to offer the instruction at times convenient to the prospective students and if continuing promotional efforts were carried on over a period of three to five years. Experience also seems to indicate that unless marked program improvements are developed to increase program retention rates and student achievement rates, the number of adults in Illinois lacking a high school education could tend to remain stable.

FOOTNOTES

1 Feldmesser, Robert A. Educational Goal Indicators for New Jersey. (Princeton, New Jersey: Educational Testing Services, February, 1973)

2 U. S. Census of Population: 1970; U. S. Department of Commerce Publication.

3 Ibid.

4 High School Drop-Out Rate, Illinois Public School Districts, 1972-73. Office of the Superintendent of Public Instruction. September, 1973.

5 Ibid.

6 Bulletin No. 1-373, Annual Report, July 1, 1971 - June 30, 1972 Vocational Education in Illinois, Board of Vocational Education & Rehabilitation.

7 Interview with Dr. Robert A. Feldmesser, Staff Sociologist. Educational Testing Service, Princeton, New Jersey, July 30, 1973.

CHAPTER II

COORDINATION OF THE ELEMENTARY AND SECONDARY ADULT EDUCATION PROGRAM

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COORDINATION OF THE ELEMENTARY AND SECONDARY ADULT EDUCATION PROGRAM

The coordination of the many aspects of the minimum foundation level adult education program proved to be a subject of extended discussion by the Task Force. Very early in the deliberations it became evident that some division of opinion existed among members of the Task Force in regard to which institution would be responsible for the elementary and secondary adult education program.

One group favored the public school and the other the community college. Equally cogent arguments were advanced favoring both institutions, and equally disadvantageous aspects of both institutions were cited. In addition there was abundant evidence around the state that both institutions had conducted equally effective programs for adults over the past decade. The Task Force, therefore, thought it advisable to investigate how other states might have resolved this issue, and the plans for coordination which they had developed for dealing with the problem. Several members assumed this task, and the following short discussion is included to help in understanding how the Task Force arrived at its conclusions for a State-wide plan.

Experiences of Other States Coordination at State Level

This discussion represents information generated from research done on selected states which have elementary and secondary adult education programs or are moving in that direction. These states are California, Connecticut, Florida, Michigan, New York, Pennsylvania, and Texas. The state governing board structure varied in these states from one state board to several boards.

It would seem a simple operation to coordinate adult education at the state level if there were one state board which advised and regulated all public supported educational activities in the state. The data indicates that coordination of adult education is no simple function in states with one State Board of Education or in states where there are more than one governing board.

Whatever strengths accrue in terms of coordination when there is one governing board, the coordination of adult education does not appear to lend itself easily to coordinative efforts. This may be due to the marginality and pervasiveness of adult education which causes it to appear in many diverse areas of recognized activity or it may be related to its diverse categorical funding which causes adult education to be scattered throughout state agencies. Whatever the case, there appears to be as many jurisdictional disputes as to which institution will have the responsibility for adult education, as funding becomes adequate in states which have unitary governing patterns as those in which governance is dispersed. Michigan and Florida with one state board appear to have as intense coordinative problems as California with its several boards. [1]

In states with one state board, the administration of adult education programs may be scattered throughout many state offices. For example, in Michigan the Adult Education and Community Services Unit is located in the Bureau of Educational Services. Three other substantial adult education programs are located elsewhere; i. e., Vocational Rehabilitation Service, Manpower Development and Training Act, and the Community Service and Continuing Education Program (Title I, Higher Education Act) in the Bureau of Higher Education. Other departments, which administer adult funds as one of their responsibilities, are the Bureau of Vocational Education, the Library Division, and the Division of Higher Education responsible for developing the community colleges. An Evaluation Team in 1969 offered two suggestions to increase coordination of adult education in Michigan. First, to establish task forces or advisory committees at the community and state level made up of persons having program responsibilities and authority; and second, to provide for programs of pre-service and in-service development of the adult education personnel across various institutions to work on mutual problems. [2]

The idea of a state coordinating council and local coordinating committees to initiate joint agreements is not new in Illinois but is part of the existing Illinois Adult Education Act of 1968. [3] However, the membership of this state coordinating council appears to be rather removed from "adult programs responsibility and authority." It would seem that the ex-officio members of the council are more representative of the working administrators and interestingly enough no one specifically charged with continuing education and community services for the community colleges sits on that council. Community colleges are represented at the state level only by the Executive Secretary of the Illinois Community College Board. Clearly the coordination envisioned for this board supercedes the month by month coordinative problems implicit in the more limited concept of a foundation level program. Therefore, it would seem wise to coordinate the more limited programs of elementary and secondary adult education prior to taking on the job of total coordination of all adult

education within the state. If the delivery system is to consist primarily of public schools and community colleges, it would seem advisable to develop a more workable combination of the persons directly involved and committed to adult education at the foundation level. Such a committee emerged of necessity in California through state leadership with the involvement of local committees when adverse legislation to adult education affecting both institutions was being developed.

Unfortunately, in most states either because the continuing education function is marginal within the community colleges or because the community college system is "maturing," no one person usually has the responsibility for this third function within the state office. In Illinois this position was abolished as such this last year. The same situation is true in New York State with its 44 community college state system (exclusive of NYC) and in California with its 95 community colleges, as well as many other college systems. It would seem that a coordinating committee at the state level could function more effectively if such a position existed at the Illinois Community College Board staff level.

In other words it is felt that since there are two boards charged with governance of education in Illinois, adult education should be represented on the staffs of such boards. Wattenbarger and others have pointed out that state coordination and local autonomy are not paradoxical ideas, but that it is important that state boards exert leadership rather than control.[4] Furthermore, it is felt that some mechanism should be developed which will bring the staffs of these boards together on a regular basis to foster the coordination of adult education.

Coordination at the Local Level

In those states for which we have knowledge regarding their adult education programs, the coordination of adult education at the local level has been a major problem or is rapidly becoming a problem as the community college system matures. California, Florida, and New York have had the most generous state supported adult education programs for the longest period of time. There are two lessons that can be learned from the experiences in these states. First, coordination and restraint needs to be built into the development of state supported adult education; and second, the public and the legislature will restrain and coordinate by legislative action if leadership from the educational enterprise does not foster coordination.

In New York State where support for public adult education has been found since 1948, an open curriculum of 13 approved areas was initiated

including avocational courses. Avocational courses were offered without restraint and the funding was severely curtailed. In 1962, a new funding arrangement in the form or revenue sharing was initiated. However, the public schools' adult education programs have not as yet regained the strength under the new programs which they formerly enjoyed. [5]

In California where community colleges are distinctly seen as an extension of the public schools through grade fourteen, recent developments have caused many institutions to develop a more comprehensive curriculum. One of the unusual aspects of the state legislation was to allow a ten cent local adult education tax to be levied by the school district. The community college district was also allowed to levy a five cents community service tax.

As the controversy grew between public schools and community colleges over the administration of adult education programs, certain excesses occurred which have been regressive. First, both systems, located in some geographical areas, insisted on levying the adult education tax. Apparently, these systems were considering immediate gains rather than long range objectives. This caused double taxation for certain publics for programs that essentially duplicated each other. Secondly, some community colleges levied the community service tax allegedly for the purpose of developing campus parking lots and swimming pools.

As a result of these actions, legislation has been introduced which would remove the authority to levy the ten cent categorical adult education tax. In addition, legislation was enacted which delineates the functions of the public school and community college as well as insisting on the formation of local coordinating councils to prevent duplication of services. [6]

In Florida, where both the public schools and the community colleges have a separate minimum foundation level program (totalling about $12 million and $3 million respectively in fiscal year 1973), coordination developed somewhat differently. Again the junior colleges, in the early history of the elementary and secondary adult education program, were a part of the public schools and were administered by the local school boards. While tied together structurally there were few problems of coordination. Post secondary education tended to be the work of the junior college and less than high school and avocational adult education tended to be in the public school domain. Profiting by California and New York's experience, approved curriculum for the elementary and secondary adult education program was limited to clearly educationally oriented classes, or what is known in the literature as "investment" type courses. "Consumer" type adult courses were paid

for by fees unless they were for senior citizens or the handicapped.[7] Even with these precautions, the legislature "froze" the elementary and secondary adult education program funds from 1959 to 1964 because there was an erroneous impression that public schools were offering "frill courses."[8]

Coordination at the local level in the elementary and secondary adult education programs appears to become necessary when the community college system begins to grow. In New York, Pennsylvania, Michigan, California and to a lesser degree in Florida, the arguments on institutional responsibility and accountability have been intense. Presently New York, California and Florida have developed coordination mechanisms at the local level which have brought some order to the disputes.

Presently the Florida plan is most comprehensive and has been tested since 1965 and is generally working, although this may be more a function of their recent separation from each other (1965). When community colleges separated from the public schools, each local district was given the prerogative of choosing one of four plans: (1) community college has primary responsibility for all post-secondary education; (2) community college has responsibility for certain adult education and vocational courses not offered by the county school district; (3) the community college offers only short courses, institutes, and similar community service programs; and (4) the community college offers only college credit courses. Following their decision the community college district and the public schools formed a coordination council. Any decision to alter the "status quo" must be approved by the council and if the council can not reach a decision, the Commissioner of Education arbitrates the case. So far only one case has had to be settled by the Commissioner.[9]

Recently, New York inaugurated a plan of voluntary cooperation organizing its local groups into 14 regions centered around the Boards of Cooperative Educational Services, exclusive of the five large cities. State monies support a coordinator of continuing education in each region. Regularly, workshops within regions brings representatives from the public schools, community colleges, higher education institutions and private institutions together to advise and to form cooperative plans. Presently the larger cities are now being organized as well.

In 1972, a state committee in California delineated the adult education functions of the community college and public school districts. These defined functions along with the provision for local coordinating councils were enacted into law.

There was general agreement from public testimony presented to the Task Force and from discussions with local administrators that the report of the Task Force should include provisions for local decision making which would allow for local differences. It has been demonstrated that the highly differential needs and educational resources in the state demand a flexible means of allowing different types of delivery systems.[10]

On the basis of our research on the experiences in state-wide coordination in other States, the opinions expressed at our public hearings by knowledgeable adult education leaders, and our own extended discussions, the Task Force formulated the following general principles upon which is based a suggested plan of coordination for a elementary and secondary adult education program.

General Principles to Guide in the Development of a Recommended Plan of Coordination of an Elementary and Secondary Adult Education

1. There should be maximum coordination at the local and state level.

2. There should be local decision-making and flexibility to develop programs to meet local needs.

3. There should be equal representation from the common schools, the community colleges and the public in the determination of the coordination of the elementary and secondary adult education program.

4. There should be a sufficient level of funding to insure an effective and quality elementary and secondary adult education program.

5. There should be equal state financial support for the local elementary and secondary adult education program regardless which local educational agency administers the program.

6. There should be efficient and effective use of funds to insure the maximum educational return for the funds appropriated.

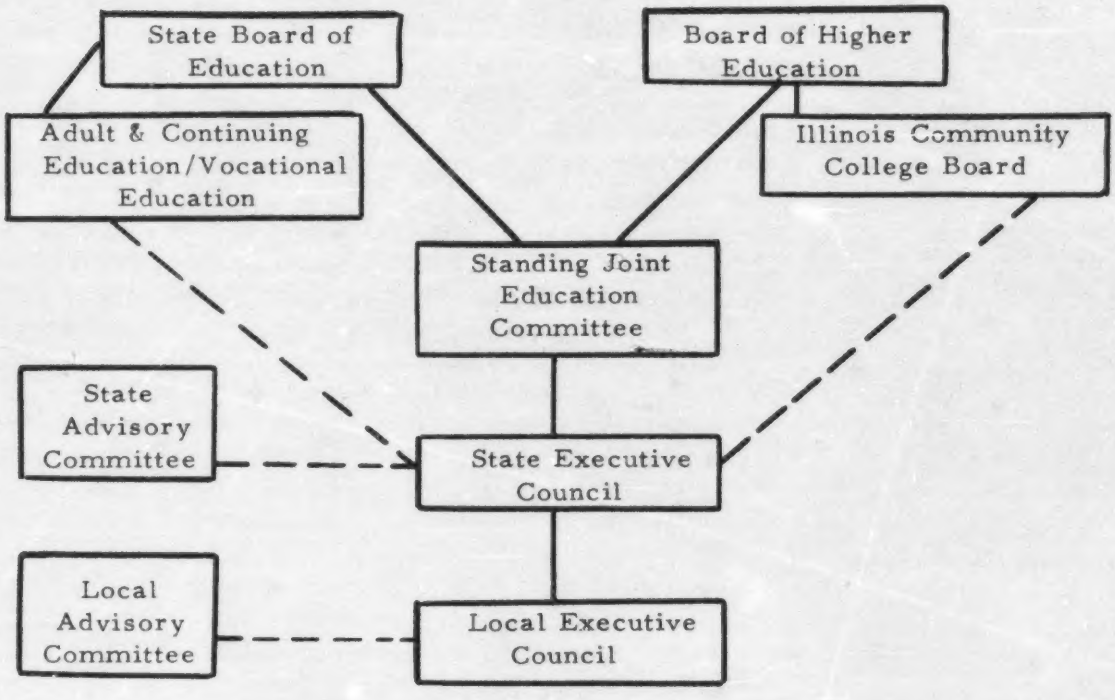
7. There should be the widest possible input at the local and state level to broaden the base of support for the elementary and secondary adult education program.

8. There should be maximum effort expended to maintain existing high quality adult education programs at the local level.

9. There should be an evaluation process built into both local and state level operations with some mechanism available for critical review of the entire system.

Recommended general structure of a plan of coordination of an elementary and secondary adult education program

Based on the general principles, the Task Force recommends the following general structure for the coordination of the elementary and secondary adult education program at the state and local levels.



Coordination at the Local Level

1. The geographical area of coordination will be the community college districts (approximately 40).[11]

2. In each geographical area of coordination, an advisory committee will be formed.

3. From each advisory committee the basis of an Executive Council will be formed.

Recommended Operational Procedures

Coordination will be effected at these 40 local geographical areas in the following manner:

1. To explain the coordinating plan, the Chairman of the Board of Trustees of the community college district will be charged to convene a meeting of the administration of elementary, secondary, postsecondary and vocational education. Representation shall be of the following administrators: adult education, vocational education, area vocational center, and community college. In addition, there shall be representation from chief administrative officers of public schools and the community college as well as superintendents of each educational service region. This group shall constitute an advisory committee and will be instructed by the chairman as to the scope of the state plan and to the specific organizing activities at the local level.

2. From the advisory committee representatives will be selected to form the membership of an Executive Council. Three of these persons will represent the public school institutions and three will represent the community college district. It is recommended that representing the public schools will be one superintendent, one adult education administrator,[12] and one vocational administrator. One Superintendent, Educational Service Region would be selected to serve in an ad hoc capacity on the council. It is recommended that the community college be represented by the president (or his senior designate), a vocational administrator and a continuing education administrator. Selection of three[13] additional council members shall be made from the public by the six professional members of the executive council upon recommendation of the advisory committee.

The nine-member executive council will be responsible for:

(a) choosing a chairperson from one of its members,

(b) providing for specific rotation of membership on the executive council (it is suggested that one member of the public school, community college, and community be replaced annually, and that after the first year of operation of the executive council all members be chosen for a term of three years),

(c) determining which local educational agency will receive and distribute state money as the administrative unit for the operation of the local elementary and secondary adult education program,

(d) developing a plan for the coordination of the elementary and secondary adult education program at the local level which will include provisions for a needs assessment, an educational program to meet these needs, a yearly program evaluation and local staff development. The final plan would be reviewed by the chairman of the advisory committee and made available for members of the advisory committee. The plan, submitted by the executive council and containing the signatures of the executive council chairperson and the chairman of the Advisory Committee would be forwarded to the state executive council with evidence that the advisory committee was involved in the development of the plan,

(e) developing channels of communication with other local agencies interested in adult education; thus, potentially broadening the base of community support for adult education, and

(f) developing a regular meeting schedule for the council after the original master plan has been developed; also providing minutes of its meetings to all members of the advisory committee.

The Task Force recommends that one staff person be appointed whose full-time responsibility is to administer the elementary and secondary adult education program in each of the forty geographical districts. This person might be one of the current adult education directors of the represented districts, or a qualified person specifically hired for this purpose.

The recommended operational procedures should prove to be a viable overall plan for coordination of the elementary and secondary adult education program for the State. However, the Task Force members

felt that because the size and complexity of the administrative structures of both the public school system and the community college district in the City of Chicago, some modification of the coordinating council membership was necessary. A slightly less complex but still sizeable difference exists between the suburban community college districts of Cook County. These modifications are as follows:

For the City of Chicago, the coordinating council shall have fifteen active and one ad hoc members. Five of these shall come from the staff of the Board of Education of the City of Chicago, five shall be staff members of the Board of Community College District 508, and five lay members. Again, one of the five community members shall be a student in the elementary and secondary adult education program. The ad hoc member will be a non-voting staff member from the office, Educational Service Region, Cook County. By this ad hoc member having non-voting status the suggested operational procedures of equal membership of public school and community college is maintained for the City of Chicago.

A similar addition of an ad hoc non-voting member from the Office, Educational Service Region, Cook County is suggested for each of the suburban Cook County community college districts. Rotational aspects of membership on the coordinating council can be similar to those in other districts of the state and can be voted by its members.

In operational aspects, the recommended plan for Community College District 508 and the community college districts of suburban Cook County may follow the suggested operational procedures recommended for the other community college districts of the State. (See appendices A & B).

Coordination at the State Level

The structure for coordination at the state level follows the same pattern of those set forth for the local level and are organized around the functions of coordinating policy, implementation, and advising on policy and program.

It is therefore recommended:

1. That the Standing Joint Education Committee of the State Board of Education and the Board of Higher Education be charged with the ultimate responsibility of coordinating policies and the implementation of the elementary and secondary education of adults.

2. That a state executive council be formed to implement the policies, devise procedures, and monitor the operation of the proposed plan. This council would be made up of equal membership from the staffs of the (a) Board of Higher Education and Illinois Community College Board, and (b) State Board of Education consisting of the directors of adult and continuing education and vocational education.

3. That a state advisory committee be formed consisting of (a) the operational directors in state agencies responsible for the expending of funds for the elementary and secondary education of adults or activities directly bearing on the delivery of such education, and (b) representatives of the state professional adult education associations.

The Standing Joint Education Committee would be responsible for coordinating policies of mutual concern to those agencies delivering adult elementary and secondary education. This includes not only state funds but funds from federal or other sources which become available for special audiences within the adult population such as adult basic education and adult vocational education. The intent here is to insist on coordination of these various sources of funds and to prevent the emergence of separate structures supported by categorical funds outside the coordinative mechanisms developed within the state.

The state executive council would be responsible for the joint implementation of the state program by the State Board of Education, to whom the supporting funds for this program would be channeled, and the Illinois Community College board whose member colleges will, along with public schools, be the main agencies delivering the services at the local level.

The state executive council would be responsible for:[14]

1. Initiating the development of local plans by advising the chairmen of the trustees of community colleges of their responsibilities in initiating and reviewing local plans;

2. Developing guidelines for and providing leadership to the local executive councils in formulating local plans;

3. Receiving, reviewing, and funding plans submitted by local areas;

4. Providing for improved local programs by means of staff development, pilot demonstration projects or other such activities;

5. Convening the state advisory committee on a regular basis by identifying state agencies which administer adult elementary and secondary education, to seek their assistance on coordinating and enriching existing programs as well as cooperation where possible in the delivery of services to adult citizens;

6. Providing for periodic evaluation of the entire plan for adult elementary and secondary education within the state;

7. Advising the legislature on the accomplishments, needs, and problems of the system relative to its efficiency and effectiveness; and

8. Providing the interchange of information between state agencies and local programs by:

   a. submitting annual reports on the program to the State Advisory Committee and the Local Executive Committees,

   b. distributing minutes of the State Advisory Committee to Local Executive Committees, and

   c. convening, at least annually, a meeting of representatives from each of the forty local areas for the purpose of

      1. fostering understanding of the total program,

      2. exchanging information between local areas, and

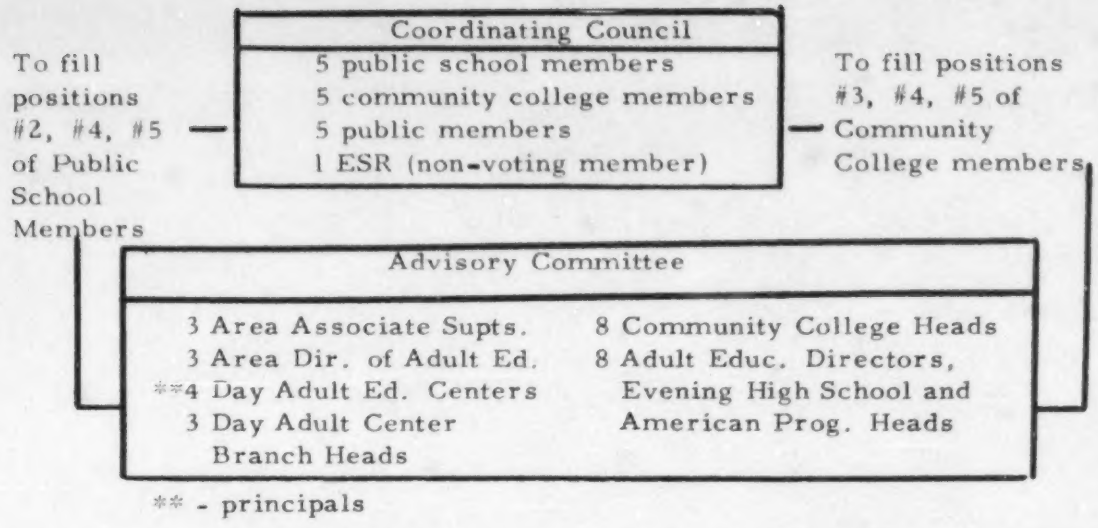
      3. reporting on exemplary programs, basic research projects, and staff development activities.

APPENDIX A

Recommended Membership on the Coordinating Council for the City of Chicago

Public School Members	Community College Members	Public Members
1. Deputy Supt. of Schools	1. Vice Chancellor for academic affairs	1. Five citizens of Chicago chosen by the ten professional members (one of these is to be a student of the elementary and secondary adult education program.)
2. One Area Associate Supt.	2. Dean of Vocational-Technical Education	
3. Asst. Supt. for Vocational and Adult Education	3. One campus president	
4. One area director for adult education (not from the same area as the Assoc. Supt.)	4. One Adult & Continuing Educator	
5. One adult day school principal from the third area	5. One Vocational Director (The latter three to come from different campuses.)	
6. Ad Hoc member from ESR of Cook Co.* (non-voting)		

To insure the widest participation in the development, operation, and evaluation of the elementary and secondary adult education plan for the City of Chicago, an Advisory Committee called by the President of Community College District Board #508 should be established. From this group persons should be elected by their peers to fill positions #2, #4, and #5 of the Coordinating Council for the City of Chicago. To assure widespread views in the plan, no two members of those cited above should come from any one area, school, or college campus. Hence, it can be seen that it is proposed that six of the ten professional members of the Coordinating Council shall be field personnel and four shall be central office personnel on the Coordinating Council for Adult and Continuing Education of the City of Chicago. This plan is illustrated by the block diagram.


Coordinating Council
5 public school members
5 community college members
5 public members
1 ESR (non-voting member)
To fill positions #2, #4, #5 of Public School Members
To fill positions #3, #4, #5 of Community College members
Advisory Committee
3 Area Associate Supts.
3 Area Dir. of Adult Ed.
**4 Day Adult Ed. Centers
3 Day Adult Center Branch Heads
8 Community College Heads
8 Adult Educ. Directors, Evening High School and American Prog. Heads

** - principals

* Adult Education funding proposals from the Chicago Board of Education are submitted through the Superintendent of the ESR of Cook County.

The advisory committee should meet at least twice yearly or as often as deemed necessary to select the original members of the coordinating council and to replace any members of the latter body who may leave. It should also take the lead in getting the greatest possible input for the overall city-wide adult education program from the various public schools and community college campuses engaged in this type of activity. These inputs will help the Coordinating Council to develop and implement the plan for submission to the appropriate state office. The Advisory Committee should also lend its counsel to the Coordinating Council in evaluating the effectiveness of the elementary and secondary adult education program for the city.

In operational aspects the recommended plan for the City of Chicago may follow the program procedures of the other community college districts of the State

APPENDIX B

Recommended Plan for Coordination of Suburban Cook County Community College Districts

Since the suburban area of Cook County is as populous as the City of Chicago, and the community college districts which serve the area are large institutions, the Task Force also recommends a slightly changed plan for this area of the State. Because of the relationship of the community colleges with the Educational Service Region of Cook County, it is recommended that this latter office be represented by one person on the Coordinating Council for each community college. In order not to overload the public school component of the Coordinating Council, it is recommended that this member have an ad hoc (non-voting) status on the Coordinating Councils of the Community College districts of suburban Cook County. With this addition, the recommended membership for the Coordinating Councils would then be:

Public Schools	Community College	Public
1. One Supt. or principal of an elementary or secondary school district conducting an adult education program.	1. President or a high level policy-making assistant.	1. Three public members chosen by the six professional members (one of these is to be a student of the elementary and secondary adult education program.)
2. One adult education director of an elementary or secondary school district program (not from the same school as #1).	2. Adult Education Director	
3. One vocational director (not from the same school as either #1 or #2).	3. Vocational Education Director	
4. Ad hoc member from ESR of Cook County.		

FOOTNOTES

1 Interviews with Joseph Hudson, James Fling, and Gene DeGabriele, State Officers, Adult Education in Michigan, Florida and California.

2 Evaluation of Adult and Continuing Education in the State of Michigan (Lansing: Bureau of Educational Services, 1964), pp. 4-5.

3 Illinois Adult Education Act of 1967, Approved August 14, 1967, Article II-1.

4 James Wattenbarger, et al., State Level Staffs for Coordination and/or for Control of Community Junior Colleges (Gainesville, Florida: Institute of Higher Education, University of Florida, 1970).

5 Interview with Joseph Mangano, Bureau Chief, Adult Education, New York State.

6 Interview with Roy Steeves, Director of Adult Basic Education, State Department of Education, California.

7 The term "investment" education includes any education activity which results in the improving of an individual's ability to increase his productivity which is contrasted with"consumer" adult education courses where the objective is to provide pleasure, occupy leisure time, or provide for general development.

8 Interview with James Fling, Administrator, Adult and Veterans Education in Florida and Sam Hand, Dean of Continuing Education, Florida State University.

9 Ibid.

10 Typical of these testimonies are those of Ralph Rohling and Richard Mason, as well as the testimony of Edward Epstein which infers differential capacities of local school board to accommodate themselves to this task, Public Hearings, May 24, 1973.

11 This geographic unit was selected because (a) all areas of the state were thereby included, (b) the number of units appeared manageable and, (c) in only five cases was there some overlap of public school districts between community college districts.

12 In areas where there is presently no adult education administrator another public school representative would be substituted.

13 One member shall be an adult education student actively participating in an elementary and secondary adult education program.

14 Although these recommended responsibilities focus on the elementary and secondary education of adults; it is hoped that the council would also consider the broader questions of continuing education.

CHAPTER III

PROGRAM COSTS

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PROGRAM COSTS

The Constitution of the State of Illinois expresses the State's responsibility for developing a system of financing and providing education which will address the goal of educational development of all persons to the limits of their capacities. The Supreme Court of Illinois ruled on September 25, 1973 in the appeal of Nicholas B. Blase, etc., et al., appellants vs. State of Illinois from the Circuit Court of Cook County that the sentence "The State has the primary responsibility for financing the system of public education" (Sec. 1 Article X of the Constitution of 1970) is "intended only to express a goal or objective and not to state a specific command." Consequently, the state is not required to provide any specific level of funding from the State Treasury for education at any level. Nevertheless it is clear that the State has the responsibility for the development and maintenance of an efficient system for the delivery of a high quality free elementary and secondary educational level adult education program.

The justification offered for having the State support education is frequently economic. The G. I. Bill following World War II was found to have increased the income of the men and women who pursued advanced education under its provisions to the point that the additional taxes they paid recovered far more than the cost to the nation of underwriting the expenses of their education. Low levels of educational achievement are highly correlated with unemployment and underemployment. Accordingly, educational programs for welfare recipients are often justified on the grounds that education is the way to reduce welfare rolls. Manpower development programs to assist the underemployed in qualifying for better jobs are seen both as a means of raising these persons incomes and their ability to pay taxes and as a means of opening up low-skill positions to the unskilled unemployed. Low levels of educational achievement are also correlated with crime. Inmates of correctional institutions characteristically lack legally marketable skills and their avenues to employment are frequently closed or severely constricted. Inadequate education appears to many to be contributing factors to the increasing annual expenditures in welfare and law enforcement. Some economic research indicates that each dollar invested in education will produce a six-fold return in terms of increase in the gross national product. Levin has estimated that each tax dollar spent in supporting adult education through the secondary

level returns $1.75 in additional tax revenues at local, state and national levels.

It would be unsound and inhumane, however, to argue that educational expenditures should be justified solely on the basis of their economic benefits to the society. Responsible citizenship, effective parenthood and the socially productive use of leisure time are not easily measured on an economic scale, but who would assert, that these goals are of less inportance than the goal of increasing personal income, the gross national product and tax revenues. Education which adds to the quality of personal and community life is at least as important to the nation as education which has an economic orientation. It would be misleading to suggest that programs must be justified either on the basis of financial returns or on the basis of improving the quality of personal and community life in non-monetary terms. Probably a program designed to serve one goal will also contribute to the achievement of the other to a lesser degree. The major mistake to be avoided is that of seeking to justify the State's support of education purely on an economic basis.

William H. Robinson, formerly Director of the Cook County Department of Public Aid, estimated in 1968 that of 293,812 persons receiving public aid only approximately four percent might be trained and employed.[2] Estimates of the number of welfare recipients who are functionally illiterate (reading at less than the sixth grade level) generally seriously underestimate the magnitude of the problem. A study of welfare recipients in the Woodlawn area of Chicago and a later study in East St. Louis revealed that although only 6.6 percent of the group had not completed five years of schooling, 50.7 percent were functioning at levels below the sixth grade.[3] Educational statistics which report the number of years of schooling completed cannot be regarded as precise measures of the need for basic education. A national longitudinal study of adult basic education now being concluded by Systems Development Corporation finds that approximately 15 percent of the students in adult basic education are high school graduates. Accordingly, the extent of the illiteracy problem in the United States appears to be much more serious than would be assumed if years of schooling completed were to be regarded as the equivalent of levels of educational achievement.

The purposes, principles and procedures for the support of adult education programs should be consistent with the perspective from which the State views its responsibility for other levels of education for all of its people. Sufficient financial support must be provided by the State to make it financially feasible for local educational agencies to offer free adult education through the secondary level. State support for local educational agencies to enable them to conduct educational programs relevant to the needs of adults for basic education and occupational training and retraining would be based upon the following premises:

1. The Federal Adult Basic Education Program, which relies heavily on uncertain Federal funding, is reaching only one percent of the population in need of such programs.

2. If Article X is implemented to the extent that adult education becomes available at locations and times which are comparable with the other time demands, and the resources of potential students, the expressed interest and participation in secondary level adult education programs may be expected to increase four or five times in a period of three to five years. Experience in adult basic education programs of other kinds conducted by various institutions indicates that a voluntary program which reaches 5 percent of its target population is rarely achieved. Of course, if students are paid for attending class so that attending class becomes a better paying job than they would be qualified to hold in the labor market the percentage participation rate might be increased somewhat. However, where only a small allowance is provided to reimburse the students for the expenses they incur through participation, it seems quite unlikely that over 7 percent of the target population can be attracted to an elementary and secondary education level program.

3. Local public schools, community colleges and vocational schools are not in a position to accept additional responsibilities for adult education that will place additional burdens on their tax base. It is unrealistic to assume that financially hard pressed educational districts can divert already inadequate resources from those programs they have already become accustomed to supporting to embrace an additional function, which might be defined by others as being of equal importance to existing functions.

   If the State should reimburse the local educational agencies for the additional cash costs, incurred in their conducting a elementary and secondary educational level adult education program this would, in effect, require that tax revenues raised for existing programs would have to be diverted to underwriting the overhead for adult programs. It may be debated that full funding of adult education programs would be undesirable because it would be singling out one function for preferential treatment over others since the local educational agencies must contribute some local funds to the support of the other programs they conduct. Such an argument is not compelling because if local educational agencies are mandated to take on the adult education function, they can do so only by withdrawing local funds from programs

They are already supporting, an action which would indeed require that the local education agency to sacrifice some aspect of its ongoing program in order to support adult education. An alternative response at the local level would be to levy additional local taxes expressly to support adult education. This approach was used for some years in California where a permissive tax of ten cents per hundred dollars of assessed valuation was available at the option of the governing board of the local educational agency. In 1972, the California State Legislature rescinded the permissive legislation for the local adult education tax and moved to a program of state support.

4. Adult elementary and secondary level education is more expensive than such programs for children and adolescents because adequate adult programs require advertising (public information), counseling, and greater attention to each of the more heterogeneous members of an adult class. A full-time equivalent student in an adult education program will typically involve more adult students than a full-time equivalent adolescent because the former attend only a few hours per week while the latter pursues education as his primary full-time activity. Accordingly, for each unit of average daily attendance, student contact hour, full-time equivalent or any other measure commonly used in calculating state support levels more adult students than children or adolescents will be involved. Because approximately half of the adult basic education students enrolled in federally supported programs are employed, they do hot have the option of attending programs on a full-time basis even if they should like to do so. These factors make it essential that adult education programs be supported at a higher level than programs for children and adolescents who are full-time students.

Adequate development and utilization of the many delivery systems necessary to make opportunities accessible to meet the needs of diverse population of the State is dependent upon flexibility in local planning. There must be an adequate and guaranteed level of support which will encourage and enable local educational agencies to plan, develop and maintain an adequate local delivery system. Erratic federal funding produces hastily planned and staffed programs whose continuing existence is a matter of conjecture. The lack of stability makes the teaching and administering of such programs unappealing as careers for academically qualified personnel. Neither preservice nor in-service training can be developed on a sound basis for temporary and insecure positions.

Safeguards are necessary in the program to ensure that the delivery system is functioning as is intended. There must be safeguards

in the system to ensure that there will not be state subsidized competition for students between agencies capable of developing and conducting programs. The State support should not provide a higher reimbursement for the same class offered in one level (secondary) of an educational institution than for the same class offered at another level educational institution (post-secondary) with a consequent increase in State cost for conducting equivalent programs. Additional safeguards should be built in so that State funds received for adult education programming cannot be diverted to other programs regarded as having a higher priority by the local educational agency conducting the adult program.

The basic principles upon which funds would be appropriated and distributed are as follows:

1. The state support should be categorical to insure identification of purpose of appropriated funds and accountability of expenditures of funds for approved programs and services.

2. The level of support should be substantial enough to provide incentives to local educational agencies to develop and maintain programs in consort with the varied local and statewide delivery systems according to a plan which would recognize and allow for local as well as statewide needs.

3. There should be a grant of funds for a period of time to cover the costs of planning organizations during the time necessary to organize and make operational a local system for the delivery of adult education programs. This implementation grant should support the salary of a director, clerical assistant, and office expenses for a maximum period of two years.

4. Funds for distribution to local coordinating councils should be based upon per pupil contact hours in approved programs of adult education.

5. Participating local educational agencies would be accountable to substantiate their expenditures equaling or exceeding the amount of State support received, and to certify that no other source of revenue has been requested or received for programs to be supported from State adult education funds.

6. Requests may be made by local executive councils for appropriation of funds to provide for specific research, development and exemplary activities in adult education. State appropriations for such activities should not exceed 5 percent of the total State appropriation for adult elementary and secondary education.

Estimation of Costs

For the initial year of the program, it is assumed that no more than 1.5 percent of the target population will participate in the adult education program. Experience in Illinois adult education programs indicates that 150 contact hours of instruction are required to enable a student to raise his level of achievement by one grade level. Further, it is assumed that the average student will participate 150 hours per year.

The cost of providing a student contract hour of instruction is estimated to be $1.75.

An additional appropriation equal to 5 percent of the instructional costs of the adult program should be provided to support research, develop and support for exemplary programs.

For the development of preservice and in-service programs to prepare and to upgrade staff for the program an appropriation equal to 1 percent of the instructional costs should be made.

Recommended Components for Funding

A. Implementation
   Number of local executive councils (40) X amount of implementation grant.

B. Instruction
   Estimated number of adult students X $1.75 per student hour.

C. Research and Development
   5 percent X B

D. Staff Development
   1.0 percent X B

E. Total Costs
   A + B + C + D

Fiscal Year Costs - 1974 - 1975

A.	Implementation 40 local executive councils X $30,000 =	$1,200,000
B.	Instruction 1.5 percent (estimated participation rate) X 3,229,556 (number of adults 18 years and older lacking a high school education) X 150 hours per student X $1.75 per student hour =	$12,687,675
C.	Research and Development 5 percent X B =	$ 634,383
D.	Staff Development 1 percent X B =	$ 126,876
E.	Total estimated costs for 1974-75 =	$13,448,934

Fiscal Year Costs - 1979 - 1980

A.	Implementation	-0-
B.	Instruction 5 percent (estimated participation rate) X 3,229,556 (number of adults 18 years and older lacking a high school education) X 150 hours per student per year X $1.75 per student hour =	$42,387,922
C.	Research and Development 5 percent X B =	$ 2,119,396
D.	Staff Development 1 percent X B =	$ 423,879
E.	Total estimated costs for 1979-80 =	$44,931,197

FOOTNOTES

1 Henry M. Levin, "Effects of Dropping Out," (Washington: U. S. Government Printing Office, 1972).

2 William H. Robinson, "Adult Basic Education Needs: A Case Study," in Adult Basic Education: The State of the Art edited by William S. Griffith and Ann P. Hayes (Washington: U. S. Government Printing Office, 1970) p. 182.

3 Ibid., p. 184.

CHAPTER IV

LEGISLATION

CHAPTER IV

LEGISLATION

The legislative committee seeks the enactment of the recommendations of the Task Force in the areas of coordination and program costs. It was recognized, however, that the constitutional right to free education through the secondary level should not be impaired pending the agreement to the plans proposed by the coordinating councils in each geographical area. Accordingly, the following legislative program is recommended:

1. The language "and under 21 years" should be deleted from Section 10-20.12 of The Illinois School Code. This would make local school districts responsible for affording adults the same educational opportunity being afforded children within such district. Such districts could then count adults for the purposes of apportionment under Section 18-8 of the code. Community college districts already can count adults as students for the purposes of their apportionment.

2. The Adult Education Act of 1967 be amended to incorporate the recommendations of the Task Force in the areas of program coordination and costs. These recommendations are:

   a. The chairman of the board of trustees of each community college is given the responsibility for convening the local advisory committee in his district.

   b. The local advisory committee and local executive council in each district are defined in the coordination chapter of this report.

   c. The position of a director of adult education for each local executive council is created with provision for

his full-time salary being paid from an appropriation for implementation. After two years, the salary shall be derived from the student hour apportionment. The director could be an employee of any of the local educational agencies or of the community college districts, as determined by the local executive council.

d. The state shall apportion funds to the coordinating councils on the basis of $1.75 per student hour. Such funds shall be at a level to meet the reasonably anticipated per pupil costs. The state executive council shall fund geographical areas based upon their student hours.

e. No funds shall be apportioned under the new Adult Education Act except to local executive councils pursuant to approved plans.

f. Plans shall be approved by the state executive council, created pursuant to the recommendations outlined in the coordination chapter of this report.

g. Policy for the State Executive Council shall be determined by the Standing Joint Education Committee (as established in 1973 by Public Law 78-361).

h. There should be established a state advisory committee.

i. Special programs, administered by the State Executive Council should be implemented for the correctional school district.

This program leaves an option for locally supported adult education programs if local districts choose to meet the constitutional mandate using their own resources. Since it is apparent that planning and coordination should result in better and more broadly based programs, the Task Force is convinced that most local districts would choose to join in cooperative plans. It is recognized that the incentive of receiving full-state funding alone may lead some districts to participate in cooperative plans. However, the full-state funding is not called for simply to encourage participation. Rather it is believed that full-state funding is necessary to accomplish efficient and flexible planning for delivery to avoid local executive councils being concerned with allocating responsibility for funding to their respective districts. Otherwise, it is felt that local funding sources will become the major concern of the local executive councils, rather than meeting the needs of all adults within the geographical areas.

3. The Community College Act should be amended to provide that tuition charges shall not be made for Americanization courses, GED review courses, or for courses regularly accepted for graduation from elementary and secondary education programs. In this manner, community college districts maintain the option to provide foundation level adult education consistent with the constitutional limitation that, "Education in public schools through the secondary level shall be free."